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JUVENILE ENFORCEMENT OFFICER PILOT PROGRAM: FINAL REPORT

Submitted to:
Sierra Vista City Council

Submitted by:
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INTRODUCTION

During the March, 1986 budget work sessions, the Sierra Vista City Council expressed concern over an increase in juvenile-related status and criminal offenses occurring within the community. The council directed staff to earmark $25,000.00 for future use by the Police Division in this area. The Department of Public Safety staff was further directed to research, develop and implement a mechanism for proactively addressing the juvenile crime issue.

The research in this area led to the development of a Juvenile Enforcement Officer Pilot Program proposal. This proposal received the City Manager's written approval on August, 14, 1986 and was implemented on the first day of the fall school semester, August 20, 1986 by Officer Gary Smith.

The remainder of this document constitutes a discussion of the development, implementation and analysis of the pilot program as well as a recommendation concerning its future.

BACKGROUND

In response to recent documented crime trends within Sierra Vista, the Department of Public Safety management implemented several countermeasures. Those countermeasures were introduced to stem the increase in drug and burglary offenses through proactive, reactive and education programs.

In late 1985, a narcotics investigator position was established to address the drug issue. Because of the rise in burglaries during 1985 and the first half of 1986, two patrol officers were designated as burglary investigators in mid-1986. The Community Resource Sergeant addressed these issues through a prevention and public education tact, which was grounded in drug awareness presentations and the development of a Residential Security Program.

As this nucleus of officers interacted on a daily basis, the correlation between burglary and drugs became ever stronger. The investigators also realized that a substantial number of juveniles were involved in these offenses. This realization coupled with the council request for interdiction in the juvenile crime area led to the incorporation of a fourth prong in response to the burglary-drug correlation, namely the Juvenile Enforcement Officer.

PROGRAM GOAL

The Juvenile Enforcement Pilot Program shall focus on the investigation and enforcement of specified criminal and status activities perpetrated by the juvenile populace within Sierra Vista, from August thru December, 1986.

PROGRAM OBJECTIVES

1. The Juvenile Enforcement Officer shall employ crime analysis techniques, on a weekly basis, to identify juvenile related, daytime, burglary patterns and trends. This analysis shall also consist of weekly intelligence meetings with the narcotics and burglary investigators.

2. Based on the crime analysis information, the Juvenile Enforcement Officer shall direct patrol efforts into the selectively identified burglary areas located within the city. The directed patrol area and the length of time spent there shall be recorded on the activity log.

3. While patrolling the selected areas, the Juvenile Enforcement Officer shall contact any individual engaged in suspicious activity. This contact shall be documented on a field contact card and recorded on the activity log.

4. While patrolling the selected areas and contacting individuals, the Juvenile Enforcement Officer shall gather information on any burglary or drug related activity. This information shall be disseminated to the narcotics and burglary investigators.

5. Juveniles contacted by the Juvenile Enforcement Officer through the directed patrol effort or during an investigation and determined to be a truant and/or runaway, shall be processed as per current operational procedures. This information shall be documented on the activity log sheet.

6. The Juvenile Enforcement Officer shall assist the narcotics and burglary investigators when a juvenile suspect or investigative lead has been identified through their investigation. All assists shall be documented and recorded on the activity log sheet.

7. As the Juvenile Enforcement Officer gathers information and assists the narcotics and burglary investigators, he shall initiate original investigations related to juvenile burglary and/or drug abuse (including liquor violations). These cases shall be recorded on the activity log.

8. The Juvenile Enforcement Officer shall investigate any drug incident reported by school officials to the Police Division. These cases shall be recorded on the activity log.

METHODOLOGY

Data documentation for the pilot program was the responsibility of the Juvenile Enforcement Officer. The officer was required to document all of his activities, during an eight hour shift, on an activity log sheet. The data recorded on those sheets included: time, location, disposition and additional remarks.

These logs were submitted to the Department of Public Safety Administrative Assistant on a daily basis. The administrative assistant extracted all salient data and reduced it to an interpretable format.

Two distinct data formats were developed: (1) investigative, and (2) administrative. The investigative format consists of data related to specific offenses and patrol time. These data include: date, DR #, offense, location, disposition, and time. The administrative format consists of data related to public relations, intelligence meetings, and administrative activities.

DATA ANALYSIS

This section of the Juvenile Enforcement Officer Pilot Program Final Report shall consist of a review and discussion of the data obtained and collected during the period of operation. The program analysis shall dwell on three major factors: (1) Time, (2) Dispositions, and (3) Special Operations.

TIME

The pilot program was conducted during the fall school semester, from August 20, 1986 thru December 31, 1986, a period of slightly more than four months. During that period, Officer Smith worked weekday, daytime hours when school was in session, from 7:30 A.M. until 3:30 P.M. However, there were a few occasions when he worked evening hours on the weekends in response to a determined need.

When the program objectives were established, they focused attention on certain types of juvenile activity. The primary investigative activities were: burglary, narcotics and status offenses, while the other designated tasks were: patrol, public relations and intelligence dissemination.

Tables I and II depict the time expenditure, including overtime, by select offense and select activity during the pilot program. As outlined in the objectives, the Juvenile Enforcement Officer concentrated his enforcement efforts in the areas of burglary (95.6 hours), narcotics (26.4 hours), truancy (23.8 hours), and he actively directed patrol efforts toward juvenile frequented locations (85.3 hours). Officer Smith generated a positive public relations effort (15.3 hours) and was involved with internal and external intelligence dissemination related to juvenile activity (11.9 hours).

During the pilot program, Officer Smith spent 316.9 hours, including overtime, involved with investigative activities, and 193.7 hours, including overtime, engaged in select activities. With respect to the three select offenses targeted by the program, the Juvenile Enforcement Officer spent 46% of his total investigative time pursuing those

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TABLE I

JUVENILE ENFORCEMENT OFFICER TIME EXPENDITURE BY SELECT OFFENSE

OFFENSE	NUMBER OF HOURS EXPENDED PER MONTH					
	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	TOTAL
BURGLARY	24.7	38.9	10.8	21.2	0	95.6
NARCOTICS	0	17.1	2.3	4.1	2.9	26.4
TRUANCY	1	9.2	6	3.9	3.7	23.8

TABLE II

JUVENILE ENFORCEMENT OFFICER TIME EXPENDITURE BY SELECT ACTIVITY

ACTIVITY	NUMBER OF HOURS EXPENDED PER MONTH					
	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	TOTAL
PATROL	4.7	8	26.8	7.8	38	85.3
PR	4.8	5	1.5	3.3	.7	15.3
INTEL MTG	1.8	1.6	2.3	3.2	3	11.9

investigations. Similarly, with respect to the three select activities (patrol, PR, intelligence meetings), Officer Smith spent 58% of his total administrative time attending to those activities.

Another time indicator by which this program and officer performance were measured was the obligated time concept. Obligated time refers to the time an officer spends on a call for service (reactive) which was initiated from a source exterior to the police department, or as the result of an officer initiated criminal investigation. During the pilot program, Officer Smith averaged 36.83% obligated time. By comparison for the same period, all Police Division officers averaged 62.7% obligated time. This indicates that slightly more than one-third of the Juvenile Enforcement Officer's time was reactive, thereby leaving the other two-thirds of his time for unobligated activities like patrol, public relations and administrative details.

Although the Juvenile Enforcement Officer was unobligated nearly two-thirds of the time he was continually involved with some form of activity related to juvenile enforcement. As outlined in the objectives, a specific intent of the program was to maintain police visibility in areas frequented by juveniles. To that end, the program was successful in that Officer Smith, although he handled the majority of juvenile related incidents, was able to function through a proactive directed patrol effort because of his unobligated time status. In many situations, his patrol efforts frequently generated activity which resulted in arrests or obligated time related to investigations.

DISPOSITIONS

This portion of the report will dwell on a discussion of the results obtained by Officer Smith. Those results were measured in terms of the number of cases he investigated and the number of juveniles he referred.

From August thru December 1985, the officers of the Sierra Vista Police Division referred 223 juveniles for various select offenses, see Table III. For the same period in 1986, the officers, including the Juvenile Enforcement Officer, referred 303 juveniles for the same type offenses, see Table IV. When considering the percentage change in select offenses over 1985, there was a 35.87% increase in juvenile referrals from August thru December 1986. The reason for this increase in referrals is unknown and cannot be attributed solely to the Juvenile Enforcement Officer as there were several other enforcement programs functioning simultaneously within the Police Division.

TABLE III

1985 POLICE DIVISION
JUVENILE REFERRALS BY SELECT OFFENSE

OFFENSE	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	TOTAL
BURGLARY	3	8	1	15	0	27
THEFT	23	8	5	10	16	62
ASSAULT	1	1	5	0	4	11
VANDALISM	0	10	6	0	3	19
WEAPONS	0	0	0	0	1	1
NARCOTICS	2	2	10	10	4	28
LIQUOR	1	0	2	0	1	4
DIS COND	1	0	0	0	2	3
OTHER OFF	1	1	1	2	3	8
CURFEW	6	2	12	3	5	28
RUNAWAY	4	7	9	7	5	32
SELECT OFF. TOT.	42	39	51	47	44	223
MONTHLY TOTAL	45	43	52	53	49	242

TABLE IV

1986 POLICE DIVISION
JUVENILE REFERRALS BY SELECT OFFENSE

OFFENSE	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	TOTAL
BURGLARY	1	3	6	5	0	15
THEFT	11	15	22	10	9	67
ASSAULT	2	6	7	0	2	17
VANDALISM	1	0	0	3	4	8
WEAPONS	2	0	0	3	0	5
NARCOTICS	0	8	4	5	3	20
LIQUOR	5	3	1	4	0	13
DIS COND	1	2	4	0	0	7
OTHER OFF	11	39	16	32	22	120
CURFEW	5	1	6	7	4	23
RUNAWAY	1	1	5	0	1	8
SELECT OFF. TOT.	40	78	71	69	45	303
MONTHLY TOTAL	43	79	80	70	46	318

A primary function of the program was the enforcement of the law as related to the commission of crimes and offenses by juveniles. During the pilot program, Officer Smith was responsible for arresting/referring 138 people. Of that total, he referred 132 juveniles and arrested six adults for the select offenses previously discussed. During the period of the project, the Juvenile Enforcement Officer was responsible for 41.51% of the total juvenile referrals made by the Police Division. A breakdown of his referral activity is illustrated in Table V.

Table V also supports the premise that the Juvenile Enforcement Officer would concentrate on property, narcotics and status offenses. This table indicates that Officer Smith was responsible for fourteen arrests related to property crimes such as burglary and theft. He was also responsible for a total of fourteen arrests pertaining to drugs and alcohol offenses. Officer Smith led the Police Division in arrests related to "Other Offenses". The primary offense in this category was truancy. Over the entire program period, there were 93 arrests in this category and 79 or 84.9% were for truancy. When Tables III and IV are examined closely with respect to the "Other Offenses" category, an interesting phenomenon is apparent. From August thru December 1985, there were eight juveniles referred for those offenses, while during the same period in 1986, there were 120 juveniles referred under that category. This represents a 1400% increase, which is most likely attributed to the number of juveniles arrested by Officer Smith for truancy.

SPECIAL OPERATIONS

During the tenure of the project, the Juvenile Enforcement Officer was an integral part of the four pronged attack on the current crime issues facing Sierra Vista - burglary, narcotics and juvenile crime. Through the dissemination of information at the intelligence briefings, the uniformed burglary investigators, narcotics detective and Juvenile Enforcement Officer were able to integrate their efforts through enhanced communication thereby increasing the strength of their investigations.

Upon request of a tenant in the Indian Hill Plaza, Officer Smith planned, organized and executed a special operation aimed at the juveniles who routinely congregated in that location. With the assistance of the narcotics investigator and several other police officers, the operation was conducted during the evening hours of November 14-15, 1986. The operation resulted in three juvenile referrals for various offenses, and the displacement of the juvenile congregation from that location. Although the operation did

TABLE V

JUVENILE ENFORCEMENT OFFICER
REFERRAL TOTALS BY SELECT OFFENSE

OFFENSE	1986 AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	TOTAL
BURGLARY	2	4	0	1	0	7
THEFT	0	0	7	0	0	7
ASSAULT	1	4	1	0	0	6
VANDALISM	0	0	0	2	0	2
WEAPONS	1	0	0	1	0	2
NARCOTICS	0	6	0	4	2	12
LIQUOR	0	0	0	2	0	2
DIS COND	0	0	2	0	0	2
OTHER OFF	10	33	12	18	20	93
CURFEW	0	0	1	0	0	1
RUNAWAY	2	0	2	0	0	4
MONTHLY TOTAL	16	47	25	28	22	138
ADULT ARRESTS	1	1	2	2	0	6
JUVENILE ARRESTS	15	46	23	26	22	132
TOT DIV JUVENILE ARR 1986	43	79	80	70	46	318
% JUVENILE ARRESTS BY J E O	34.88	58.23	28.75	37.14	47.83	41.51

not net numerous arrests, the primary intent was to work with the business community in relieving an unpleasant situation which was hindering their free enterprise efforts.

CONCLUSION

In a recently conducted ASU survey, Citizen Attitudes Toward Public Safety Issues in Sierra Vista, Arizona respondents were asked several questions related to law enforcement practices. One of those questions identified a list of fifteen offenses and asked respondents to identify those which "should be" targeted for enforcement. The top three offenses endorsed by the respondents were: (1) drugs, (2) burglary, and (3) juvenile crime. Whether these issues received such an endorsement because of media publicity or because of a genuine citizen perception of a problem is unknown. Nevertheless, the issues identified here are those which the Sierra Vista Police Division has responded to through a four pronged attack.

The Juvenile Enforcement Pilot Program achieved the established goal and objectives. The program enhanced and strengthened the relationship between the police and Sierra Vista school officials. It functioned as a directed response to a citizen and City Council perceived problem -- juvenile crime. The program bolstered the intelligence operation within the Police Division and with other law enforcement agencies. This was accomplished through the periodic briefings and intelligence meetings which led to arrests, case clearances, and property recovery. The program also had a positive impact on the business community by alleviating juvenile-related problems in specific areas where juveniles are known to congregate thereby disrupting business.

From an operational standpoint, the Juvenile Enforcement Program met its goal and objectives. Officer Smith concentrated his reactive efforts in the investigation of juvenile crime. This report indicates that he spent a considerable amount of time investigating property crimes, drug offenses and status offenses. His investigations led to numerous arrests/referrals during the period of the program. From a proactive posture, Officer Smith spent many hours on directed patrol and in contact with juveniles. He also directed his proactive efforts to making school officials, business people, civic groups, and the media aware of the juvenile crime problem.

The Juvenile Enforcement Officer Pilot Program was conducted during the fall school semester, from August 20, 1986 through December 31, 1986. Since school was in session, the Juvenile Enforcement Officer worked the day shift. However,

when school is not in session (summer months) the officer would be assigned to work those evening hours when juveniles are most active. Through crime analysis he would also be assigned to work specific hours and days in response to an identified crime pattern or trend.

Based on all available information and the results of this program, there appears to be a need within Sierra Vista for this type of position. To operate a program such as this, without additional manpower, is costly. It was costly in terms of reducing the patrol force service delivery function by one officer, and by expending a major portion of the overtime budget to maintain adequate street coverage. Therefore, it is recommended that the Juvenile Enforcement Officer function be made a permanent part of the Sierra Vista Police Division and that the money earmarked for the position be released into the Police Division budget.

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